

DEPARTMENT OF PLANNING  
STAFF REPORT

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**PLANNING COMMISSION PUBLIC HEARING**

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**DATE OF HEARING: July 17, 2008**  
**SPEX 2007-0034, Paragon Park**  
**DECISION DEADLINE: October 21, 2008**  
**ELECTION DISTRICT: Broad Run/Dulles**  
**PROJECT PLANNER: Marchant Schneider**

**EXECUTIVE SUMMARY**

Eugenia Investments, Inc., of Atlanta, Georgia, has submitted an application for a special exception to permit up to 100,000 square feet of hotel use in the PD-IP (Planned Development – Industrial Park) zoning district. The use is proposed within a 6.86-acre portion of a 150.63 acre parcel located in the southwest quadrant of the intersection of Sully Road (Route 28) and West Severn Way (Route 1748), on the north side of the W&OD Trail. The area is governed by the policies of the Revised General Plan (Suburban Policy Area – Sterling Community) and the Countywide Retail Policy Plan Amendment (Retail Plan) which designate this area for Keynote Employment uses at a floor area ratio (FAR) up to 1.0.

Special Exception SPEX 1991-0033, Dulles Industrial Associates, was approved for the property in 1991 to permit up to 1.85 million square feet of flex-industrial office uses. The hotel special exception application is being processed in conjunction with three other special exception applications (SPEX 2007-0025, SPEX 2008-0008, SPEX 2008-0009) intended to supercede the development conditions and Special Exception Plat associated with SPEX 1991-0033. The four special exceptions request approval of up to 1.85 million square feet of office use with the option to develop a hotel, auxiliary uses (bank, gas station, restaurant, personal services) and warehouse uses (See Figure 2). The four special exceptions are collectively named Paragon Park. Of the four special exception uses proposed to be administered under the 1972 Zoning Ordinance, only the requested hotel use requires a recommendation by the Planning Commission (Section 722.3.2.1).

The entire property is located within the Route 28 Taxing District. The property is also located entirely within the AI (Airport Impact) Overlay District, outside of but within one (1) mile of the Ldn 60 aircraft noise contour and partially within the FOD (Floodplain Overlay District).

## RECOMMENDATIONS

### Staff Recommendation

Staff recommends that the Planning Commission forward the Special Exception application to the Board of Supervisors with a recommendation of approval with conditions. The proposed use is consistent with the existing land use policies of the Revised General Plan for the subject area (Keynote Employment).

## SUGGESTED MOTIONS

1. I move that the Planning Commission forward SPEX 2007-0034, Paragon Park, to the Board of Supervisors with a recommendation of approval, subject to the Conditions of Approval dated July 17, 2008, and based on the Findings contained in the July 17, 2008 Planning Commission Staff Report.

OR,

2. I move that the Planning Commission forward SPEX 2007-0034, Paragon Park, to the Committee of the Whole for further discussion.

OR,

3. I move an alternate motion.

## **VICINITY MAP**



### **Directions:**

From Leesburg, take Route 7 east to south Route 28. The property is located on the west side of Route 28 and southwest of the intersection with Route 28/Severn Way.

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## I. APPLICATION INFORMATION

**APPLICANT** Eugenia Investments, Inc.  
Panos J. Kanos, Vice President  
1141 Sheridan Road, NE  
Atlanta, Georgia 30324

**REPRESENTATIVE** Cooley Godwardronish, LLP  
Antonio Calabrese  
11951 Freedom Drive  
Reston, Virginia 20190-5601

**APPLICANT'S REQUEST** A **Special Exception** to amend the development conditions of SPEX 1991-0033, Dulles Industrial Associates, to permit up to 100,000 square feet of hotel use.

**LOCATION** Southwest quadrant of the intersection of Sully Road (Route 28) and West Severn Way (Route 1748), on the north side of the W&OD Trail, Sterling, Virginia

**TAX MAP/PARCEL #** Tax Map /80///1/////2/ PIN 043-39-1396

**ZONING** PD-IP (1972 Zoning Ordinance)

**ACREAGE OF SITE** 6.86 (portion)

### SURROUNDING ZONING/ LAND USES

	<b>ZONING</b>	<b>PRESENT LAND USES</b>
<b>NORTH</b>	PD-IP	Commercial
<b>SOUTH</b>	PD-CH	W&OD Trail/Vacant/Commercial
<b>EAST</b>	PD-IP	Route 28/Vacant/Commercial
<b>WEST</b>	PD-IP	Vacant/Commercial

## II. REFERRAL AGENCY COMMENT SUMMARY

TOPIC / ISSUE AREA	ISSUES EXAMINED AND STATUS
Comprehensive Plan	<ul style="list-style-type: none"> <li>○ Conformance with <u>Revised General Plan</u> (RGP) (Keynote Employment). Proposal employment-supportive consistent with RGP policies. Status: Conditions of Approval recommended.</li> <li>○ Provide full-service conference facilities such as meeting space and dining service in support of predominant office use. Status: Resolved by draft Condition 4.</li> <li>○ Provide catchment area / market study to determine use demand and viability. Status: Resolved by draft Condition 3</li> <li>○ Orient use internal to larger project area (Keynote Employment uses). Status: Resolved through Plat revision</li> <li>○ Provide noise attenuation to mitigate traffic noise on hotel guests. Status: Resolved by draft Condition 7</li> <li>○ Reduce/mitigate light trespass of proposed use. Status: Resolved by draft Condition 8</li> <li>○ Provide bicycle and pedestrian connections along property frontage and within Landbay. Status: Resolved by draft Condition 10</li> <li>○ Implement Green Infrastructure policies (50 foot open space/management buffer to major floodplains). Status: Resolved by draft Condition 5</li> <li>○ Commit building design elements (efficiency). Status: Resolved by draft Condition 9</li> </ul>
Environmental Review	<ul style="list-style-type: none"> <li>○ Provide commitments to Low Impact Design (LID) for stormwater management. Status: Resolved by draft Condition 6</li> <li>○ Provide commitments to Green Building Practices (LEED). Status: Resolved by draft Condition 9</li> </ul>
Zoning	<ul style="list-style-type: none"> <li>○ Notation, graphic, zoning reference, and tabular revisions. Status: Resolved</li> <li>○ Meet location and site development criteria of 1972 Zoning Ordinance Section 607.2.4.2. Status: No issues</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>○ Existing road infrastructure adequate to support proposed hotel use. Status: No issues</li> </ul>
Emergency Services	<ul style="list-style-type: none"> <li>○ Adequate Emergency Services available. Status: No issues</li> </ul>
County Attorney	<ul style="list-style-type: none"> <li>○ Development conditions review and approval to legal form. Status: <b>In progress</b></li> </ul>
Disclosure of Real Parties in Interest	<ul style="list-style-type: none"> <li>○ Received and attached, dated June 16, 2008</li> </ul>



### III. FINDINGS

1. The proposed special exception for hotel use is consistent with the existing land use policies of the Revised General Plan (RGP) for the subject area (Suburban Policy Area – Keynote Employment). Subject to the prescribed services and amenities to be provided in conjunction with the use in support of existing and proposed Keynote Employment uses, the proposed special exception will be in accordance the RGP.
2. The application is in accordance with the 1972 Zoning Ordinance.
3. The application complies with the policies of the Revised Countywide Transportation Plan.
4. Subject to the prescribed stormwater management measures and water resource management buffers, the application preserves appropriate environmental resources on the Property. The proposal will minimize impacts on state waters and wetlands.

### IV. (DRAFT) SPEX CONDITIONS OF APPROVAL (July 17, 2008)

Staff recommends the following draft conditions of approval in accordance with the applicable land use policies of the Revised General Plan.

NOTE: The following Draft Conditions of Approval have not been agreed upon by the Applicant. Staff will provide a status report to the Planning Commission at the public hearing identifying what revisions and additions, if any, have been made in consultation with the Applicant and County Staff.

1. **Previous SPEX Conditions.** Upon approval of Special Exception 2007-0034 for hotel use, the development conditions of SPEX 1991-0033, Dulles Industrial Associates, as it applies to the subject property, shall be null and void.
2. **Substantial Conformance.** The proposed hotel use shall be developed in substantial conformance with Sheets 3 of the Paragon Park Special Exception Plat, prepared by Patton Harris Rust and Associates, dated May 2007, revised through July 2, 2008 (the "Plat") and the 1972 Zoning Ordinance (the "Zoning Ordinance"), subject to the development conditions included herein. Approval of this application does not relieve the Applicant of any Zoning Ordinance, Codified Ordinance, or any other regulatory requirement. As used in these conditions, "Applicant" includes the owners of the property subject to this Special Exception approval, its successors, and parties developing, establishing or operating the approved special exception use.
3. **Period of Validity.** The special exception permit for hotel use shall be valid for a period of five (5) years from the date on which the special exception application is approved. An extension of the five year period shall be permitted in accordance with the provisions of Section 6-1313 of the Revised 1993 Zoning Ordinance.

4. **Hotel Use Standards.** Approval of the Special Exception grants approval for a hotel use as defined by the 1972 Zoning Ordinance, in the PD-IP (Planned Development – Industrial Park) Zoning District. The following standards shall also apply:
- a. The hotel use shall be restricted to Landbay 1 as illustrated on Sheet 3 of the Plat.
  - b. The hotel use shall be limited to a maximum of 225 internally accessed rooms.
  - c. The hotel use shall include a minimum of 2,000 square feet of dividable meeting space.
  - d. The hotel use shall include a restaurant (open to the public) in accordance with the definition of “Restaurant” as contained in the Revised 1993 Zoning Ordinance
  - e. The hotel use shall include, but shall not be limited to, at least one or more of the following amenities or services:
    - i. Exercise room with workout equipment
    - ii. Guest store or sales area(s) offering personal necessities and other items for sale
    - iii. Swimming pool
    - iv. Ballroom, in addition to meeting space identified in Condition 4c.
5. **50-foot Management Buffer.** A 50-foot management buffer to the major floodplain adjacent to Landbay 1 shall be maintained except for encroachments due to installation of utilities and/or stormwater management facilities as required by the Facilities Standards Manual (FSM). Only those uses listed in the Revised 1993 Zoning Ordinance under the definition of “Passive Recreation Uses” shall be permitted within the buffer.
6. **Stormwater Management.** The Applicant shall provide one or more Low-Impact Development (LID) design measures for the hotel use and shall work with the County to implement measures deemed likely to be effective based on the constraints of Landbay 1. LID measures will be designed and implemented in accordance with the adopted provisions of the Facilities Standards Manual (FSM).
7. **Acoustical Treatment.** The hotel use shall be constructed to achieve a maximum interior noise level of 45 dBA. The Applicant shall engage a certified licensed acoustical engineer to perform a building shell analysis prior to, or in conjunction with, first site plan approval for the hotel use. Documentation demonstrating an interior noise level not exceeding 45 dBA, certified by a licensed acoustical engineer, shall be provided to the County prior to or in conjunction with the first occupancy permit for the hotel use.



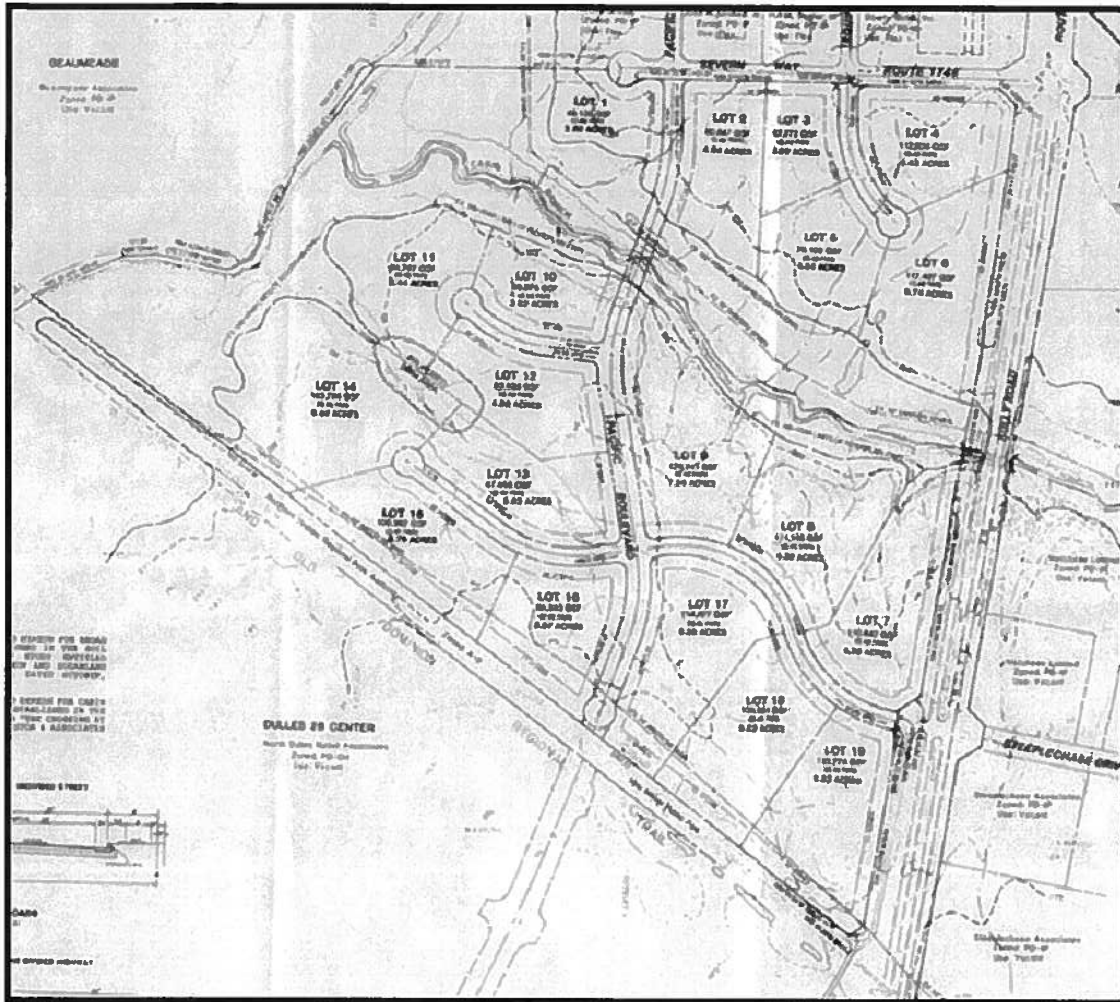
8. **Lighting.** Site lighting for the hotel use shall conform to the provisions of Section 5-1500 of the Revised 1993 Zoning Ordinance and Sections 7.110 and 7.120 of the Facilities Standards Manual (FSM). The following standards shall also apply:
  - a. Exterior light fixtures associated with the hotel use shall be cut-off and fully shielded and shall direct light downwards and into the interior of Landbay 1 and away from surrounding public roads. Low-pressure sodium lamps shall be prohibited.
  - b. Lighting within parking areas associated with the hotel use will not exceed a maximum average illumination of three (3) foot-candles at grade level unless otherwise required by law, ordinance, or regulation.
  - c. Exterior building lighting associated with the hotel use, including security lighting and canopy lighting, will not exceed a maximum average illumination of five (5) foot-candles at grade level unless otherwise required by law, ordinance, or regulation.
  - d. Light fixtures shall not cause illumination in excess of 0.25 foot-candles above background levels measured at the boundary of Landbay 1.
9. **Energy Efficiency / Water Efficiency.** Development of the hotel use shall include, but shall not be limited to, one or more of the sustainable design standards identified on page 6 of the Paragon Park Design Guidelines and Standards, dated June 6, 2008, prepared by Donnally Vujcic Associates, L.L.C., included as Attachment A.
10. **Sidewalk and Trails.** The Applicant shall provide a minimum five (5) foot wide sidewalk along the property's frontage to Severn Way and along all internal public streets in accordance with the provisions of Section 4.600 of the Facilities Standards Manual (FSM). The Applicant shall provide a minimum eight (8) foot wide trail as identified within Landbay 1 on Sheet 3 of the Plat unless otherwise provided in conjunction with the development of adjacent properties prior to, or in conjunction with, first site plan approval for Landbay 1. Such trails shall be designed and implemented in accordance with the provisions of Section 4.600.B of the FSM. The sidewalk and trail network described herein shall connect to the Pacific Boulevard trail system on the east side of Pacific Boulevard.
11. **Bus Shelters.** The Applicant shall construct, at no cost to the County, one (1) bus shelter in the general location identified within Landbay 1 on Sheet 3 of the Plat. Maintenance of the shelter shall be the responsibility of the Applicant. The Applicant shall not be responsible for the installation of the bus shelter until such a time regional bus service is provided to Paragon Park and the shelter is requested by the County. The design and construction of the shelter shall be consistent with County guidelines.

12. **Design Guidelines.** The hotel use shall be developed in accordance with the Paragon Park Design Guidelines and Standards, dated June 6, 2008, prepared by Donnally Vujcic Associates, L.L.C., included as Attachment A. The Applicant shall establish an Architectural Review Board within three (3) months of the creation of the Property Owners Association, as referenced in Condition 13, which shall administer the development of the hotel use in substantial conformance with the Paragon Park Design Guidelines and Standards.
13. **Property Owners Association (POA).** The Applicant shall create a single Property Owners Association (POA) for Paragon Park, which shall include the property subject to this special exception application and those properties subject to SPEX 2007-0025, SPEX 2008-0008, and SPEX 2008-0009 (the "Paragon Park Properties"). The POA shall regulate and provide standards for the construction, landscaping and use of privately owned land and structures within the Paragon Park Properties. The POA shall provide landscaping and lawn maintenance for all common areas and snow removal on all private streets, and shall contract for trash removal services for the Paragon Park Properties. The POA shall be responsible for the maintenance of all common recreational facilities, all stormwater management facilities, all private streets, and all sidewalks and trails within the Paragon Park Properties, not otherwise maintained by the County or VDOT. The Applicant shall provide to the County for review and approval documents for the establishment of a POA for the property. The POA shall be established prior to or conjunction with first site plan or record plat approval for the Paragon Park Properties, whichever is first in time. A copy of the established POA covenants shall be provided to the County prior to or in conjunction with the first occupancy permit for the hotel use.

## **V. PROJECT REVIEW**

### **A. CONTEXT**

Eugenia Investments, Inc., requests approval of a special exception to permit up to 100,000 square feet of hotel use in the PD-IP (Planned Development – Industrial Park) zoning district. The request is one of four Special Exceptions by the Applicant (office, hotel, warehouse, and auxiliary uses) to supersede the development conditions and Special Exception Plat associated with SPEX 1991-0033, Dulles Industrial Associates. SPEX 1991-0033 was approved in 1991 to permit up 1.85 million square feet of flex-industrial office uses (See Figure 1). Of the four Special Exception uses proposed to be administered under the 1972 Zoning Ordinance, only the requested hotel use requires a recommendation by the Planning Commission (Section 722.3.2).



**Figure 1. Special Exception Plat – SPEX 1991-0033, Dulles Industrial Associates**

The area is governed by the policies of the Revised General Plan (Suburban Policy Area - Ashburn Community) and the Countywide Retail Policy Plan Amendment (Retail Plan), which designate this area for Keynote Employment uses at a floor area ratio (FAR) up to 1.0. Commercial Retail and Service uses such as hotels are generally considered employment-supportive whereby the use is developed in support of the predominant use within the policy area (office) and such uses in total do not exceed 10% of the gross land area within the policy area.

The subject site is also located within the Destination Retail overlay identified in the Retail Plan. Properties located within the overlay may be developed either in Destination Retail uses or in a use that conforms to the land use designation underlying the Destination Retail Use designation. The subject site has been previously approved for Keynote Employment uses (office). The Paragon Park special exception applications propose to develop the property consistent with the underlying Keynote Employment land use designation.

## Location

The hotel use is proposed within an approximately 6.86-acre portion of an approximately 150.63 acre parcel located in the southwest quadrant of the intersection of Sully Road (Route 28) and West Severn Way (Route 1748), on the north side of the W&OD Trail. The site is specifically identified as Landbay 1 on Sheet 3 of the Plat (See Figure 2) and is located at the southeast quadrant of the planned intersection of Pacific Blvd and Severn Way. The entire parcel lies within the Suburban Policy Area (Ashburn Community) in the Sterling community and crosses the boundary of the Broad Run and Dulles Election districts.

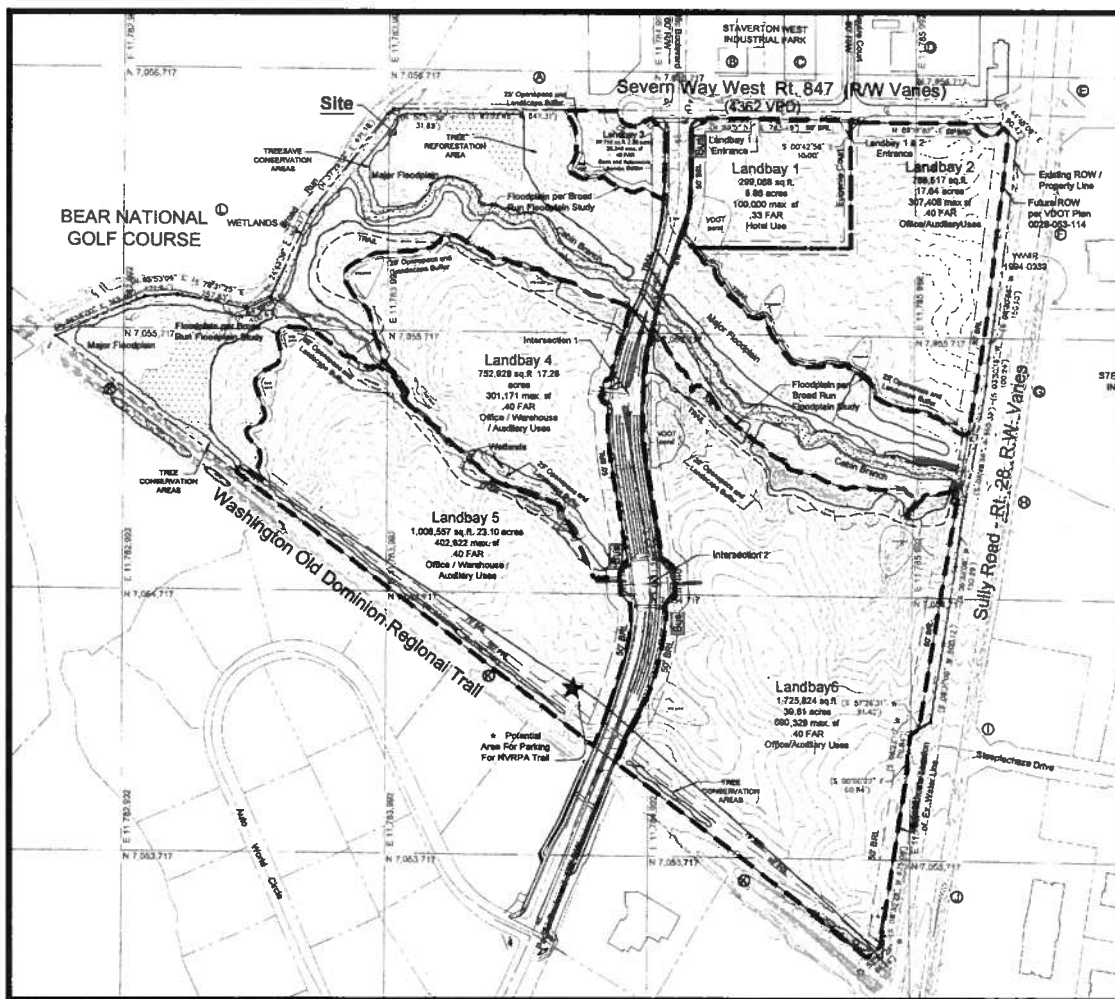


Figure 2. Special Exception Plat – Paragon Park Special Exception Applications

The project is generally bound by West Severn Way to the north, Route 28 to the east, the W&OD trail to the south, and the Broad Run to the west. Existing and proposed developments in proximity to the site include the Beaumeade Corporate Center to the

west, Staverton and Steeplechase industrial parks to the north and east of the site, and the Dulles 28 retail center to the south.

The subject site is also located within the Route 28 Taxing District and is located entirely within the AI (Airport Impact) Overlay District, outside of but within one (1) mile of the Ldn 60 aircraft noise contour.

### Proposed Development

The proposed hotel use is planned in support of a larger development proposal, Paragon Park (See Figure 3). The hotel use is one of four special exception requests (SPEX 2007-0025, SPEX 2008-0008, SPEX 2008-0009). The four Special Exceptions request approval of 100% office use (1.85 million sq. ft.) across 6 Landbays with the option to develop a hotel, auxiliary uses (bank, gas station, restaurant, personal services) and warehouse uses (See Figure 2).



Figure 3. Illustrative Plan – Paragon Park Special Exception Applications

The proposed facility is programmed for up to 225 rooms<sup>1</sup> to include a minimum of 2,000 square feet of meeting room space and either a sit-down restaurant, swimming pool, exercise room, or ballroom. The Paragon Park Design Guidelines and Standards state the hotel use "shall be designed to complement the overall architecture of Paragon Park. Materials shall be complimentary to that of the office structures."

No timeline for development of the proposed hotel use has been offered.

### **Transportation**

The subject parcel is currently accessed via Eugenia Court. The plat identifies two points of entry to the site from the north (West Severn Way) to include a shared entrance with Landbay 2 from a realigned Eugenia Court.

The Route 28 / West Severn Way intersection is to be closed upon completion of the grade-separated Route 28 / Nokes Boulevard Interchange north of the site (Fall 2008). Alternate access to the site will be provided via Pacific Boulevard north of the existing intersection of Pacific Boulevard and West Severn Way. The Pacific Boulevard Extension Project (State Project 1036-053-303) is to connect existing sections of Pacific Boulevard and will cross the property south to north from Autoworld Drive to West Severn Way.

As a 225 room facility, the hotel use will generate 126 AM peak hour trips, 133 PM peak hour trips, and 1,838 daily trips.

### **Site Conditions**

Landbay 1 is predominately open field and sparsely wooded along the Landbay's drainage and eastern and southern boundaries. Major floodplain to the Cabin Branch, a tributary to Broad Run, is immediately south of the Landbay.

## **B. SUMMARY OF OUTSTANDING ISSUES**

The Referral Agency Comment Summary on page 5 of this report identifies multiple issues that have been addressed by the Draft Special Exception Conditions of Approval listed on page 6. The recommended conditions have not been agreed upon by the Applicant. Staff will provide a status report to the Planning Commission at the public hearing identifying what revisions, if any, have been made in consultation with the Applicant and County Staff.

## **C. OVERALL ANALYSIS**

NOTE: The referral agency analysis will focus on the application issues of the proposed hotel use and discuss in general the relationship to the other proposed special

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<sup>1</sup> The Applicant's supplemental traffic analysis dated January 2, 2008 identifies a 225 room facility.

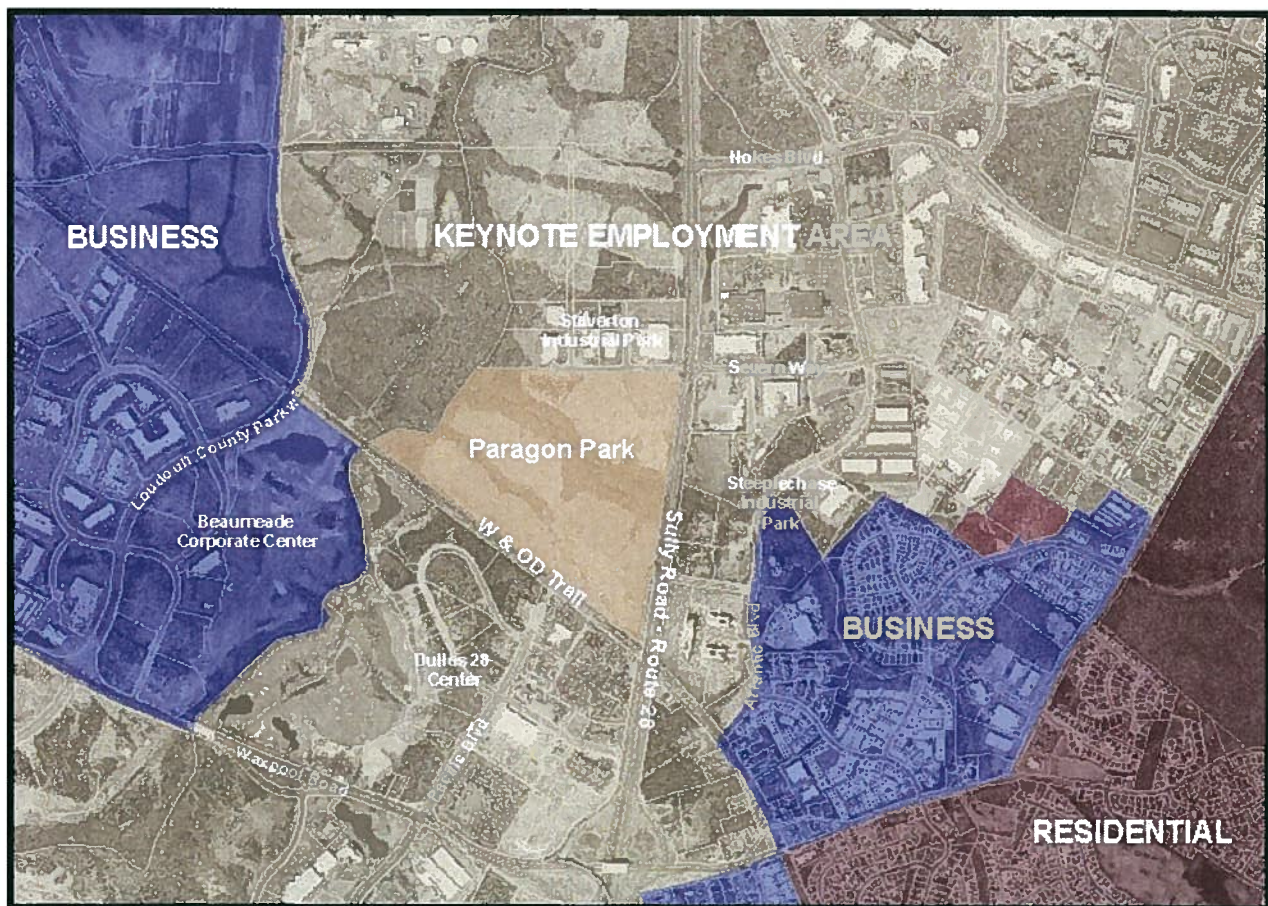


exception uses of Paragon Park (SPEX 2007-0025 – Paragon Office, SPEX 2008-0008 – Paragon Park Auxiliary Uses, and SPEX 2008-0009 – Paragon Park Warehouse). The referral attachments include a review of all four special exception requests.

## **REVISED GENERAL PLAN**

### **Land Use**

The site is governed under the policies of the Revised General Plan (RGP) and Countywide Retail Policy Plan Amendment (Retail Plan) and is located in the Sterling Community of the Suburban Policy Area. The site is also located within the Route 28 Taxing District. The RGP designates the site as a Keynote Employment Area. Keynote Employment Areas are intended as large-scale regional office developments along prominent, high visibility road corridors to include office parks, research and development parks, corporate headquarters, and other large scale uses with high aesthetic qualities (typically 40,000 gross square feet or greater).



**Figure 4. Planned Land Use – Keynote Employment**

The subject site is also located within the Destination Retail overlay identified in the Retail Plan. Properties located within the overlay may be developed either in



Destination Retail uses or in a use that conforms to the land use designation underlying the Destination Retail Use designation. The subject site has been previously approved for Keynote Employment uses (office). The Paragon Park special exception applications propose to develop the property consistent with the underlying Keynote Employment land use designation.

Within Keynote Employment areas, County policies anticipate ancillary services to support the predominant office use. Commercial Retail and Service uses such as hotels are generally considered employment-supportive whereby the use is intended to provide services to employees and businesses of adjacent office parks. To achieve this policy, commercial retail and services will comprise a maximum of 10 percent of the gross land area dedicated to Keynote Employment uses. As proposed, the hotel use will comprise 4.5 percent of the Paragon Park development. Two additional Commercial Retail Service uses (bank and automobile service station) are proposed within Landbay 3 (See Figure 2) and comprise 1.3 percent of the Paragon Park development. Combined, all three uses are within Plan policy at 5.8 percent of the gross land area.

Policies guiding retail development in support of Keynote Employment uses are found in the Retail Plan. The Retail Plan recommends that employment-supportive retail be limited to 5 percent of the gross floor area dedicated to office uses. As proposed, the hotel use will comprise 5.4 percent of the gross floor area for office uses. The bank and automobile service station mentioned above will comprise 1.9 percent of the gross floor area. The combined total (7.3 percent) exceeds the Retail Plan policy; however, Staff finds the higher percentage acceptable as the Applicant proposed gross floor area for all proposed uses is offered as a maximum. Site constraints and zoning requirements (i.e. setbacks and parking standards) will likely reduce developable square footage to within Retail Plan policy range.

### **Hotel Services**

Staff has recommended that the proposed hotel provide a compliment of support services such as a conference center, restaurant, and other amenities atypical of a Full-Service facility<sup>2</sup> in order to support the Class A<sup>3</sup> office users planned for Paragon Park development as well as the adjacent Staverton, Beaumeade, and Steeplechase industrial parks. This recommendation is supported in part by Loudoun Convention and Visitors Association (LCVA) research which indicates market demand for full-service hotel and conference facilities by Class A office tenants along the Route 28 corridor. LCVA research also indicates that business and leisure travelers to Loudoun County prefer hotels that are within walking distance to restaurants and shopping venues. Few eating establishments or other supportive retail and service uses are easily accessible

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<sup>2</sup> A Full-Service Hotel is generally defined as a hotel with a full range of services and amenities which may include some or all of the following: onsite restaurant and lounge, room service, meeting facility, pool, fitness center, business center, etc.

<sup>3</sup> Class A office space is characterized as buildings which have desirable location and access, attract high quality tenants, and are managed professionally. Building materials are of high quality and rents are competitive with other new buildings.

or within walking distance of the proposed hotel use. While the Applicant has requested the ability to develop auxiliary and personal service uses within the office component of the Paragon Park development (i.e. restaurants, supportive retail, etc.), no specific commitment has been described.

As part of the request for hotel use, the Applicant has committed to a minimum of 2,000 square feet of conference space and either a sit-down restaurant, exercise room, swimming pool, or ballroom. In order to serve the proposed and existing office users in a manner consistent with the land use policies of the RGP, Staff has provided a condition of approval which requires a minimum of 2,000 square feet of conference space, a restaurant open to the public, and either an exercise room, a guest sales area, a swimming pool, or a ballroom.

### **Catchment or Market Area for Hotel Use**

The Plan directs that the market and population threshold should be considered when evaluating Business land use proposals. During its review of the application, staff requested a catchment or market area study for the proposed Paragon Park development in order to ensure the viability of the proposed uses and to understand the demand, if any, for additional hotel use within the Suburban Policy Area. In response, the Applicant stated the proposed ancillary commercial and retail uses are consistent with Plan policies and therefore do not require a market study.

The Lodging Market Data Book provided to the Loudoun Convention and Visitors Association (LCVA) by Smith Travel Research (STR) indicates a 29 percent increase in room supply over the last five years<sup>4</sup>. While STR reports that hospitality services within Loudoun County continue to sustain an acceptable rate of occupancy<sup>5</sup> in light of the increase in room supply and rising transportation costs throughout the region, a surplus of room supply, especially within a particular hotel segment, can negatively impact room revenue.

By example, LCVA notes a market trend within Loudoun County toward Select Service<sup>6</sup> or limited service hotels. With respect to the Route 28 corridor, 14 hotels operate within 3 miles of the proposed hotel use, 13 of which are Select Service hotels (See Figure 5). One hotel (Holiday Inn) is a Full-Service facility. If additional hotel use is to be considered, Staff recommends the increase in guest room inventory be provided through a Full-Service facility, consistent with the RGP policies and Staff recommendation identified above.

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<sup>4</sup> Based on census rooms Jan 2003 and April 2008, Lodging Market Data Book, June 9, 2008.

<sup>5</sup> Smith Travel Research, Standard Historical Trend, Loudoun County, Virginia, January 2006 – April 2008

<sup>6</sup> A Select Service – or Limited Service Hotel – is generally defined as a hotel without food and beverage service and with few or no amenities such as meeting facilities, pool, fitness center, business center, etc.



**Figure 5. Hotel Uses – Route 28 Corridor (highlighted)**

The Loudoun County Department of Economic Development markets the Route 28 corridor as the County's technology corridor. Loss of Class A office development sites within the Route 28 corridor is an ongoing concern to the Department of Economic Development, especially along such a visible gateway to Loudoun County. Additional hotel development along the corridor will continue to reduce available land for business development. With the majority of the corridor area being developed with retail and service uses such as hotels, it is becoming increasingly difficult to achieve the type of Business Community envisioned by the Plan.

Staff has provided a condition of approval for a five year limitation of the proposed hotel use in order to (a) preserve the visual impact of the Route 28 as a gateway to Loudoun County, (b) ensure the availability of land for business uses along the Route 28 corridor,

and (c) sustain desirable guest room occupancy rates by avoiding market saturation of hotel room supply.

### **Hotel Orientation within Keynote Employment Areas**

The RGP states office uses within Keynote Employment Areas are to be prominent feature of the community when viewed from periphery roads. The Applicant's initial submission sited the proposed hotel use at the southwest quadrant of the intersection of West Severn Way and Route 28, an intersection tentatively scheduled for closure by 2009. As stated above, County policies anticipate ancillary services such as hotels are to conveniently serve adjacent Keynote Employment uses. To meet plan policy, Staff recommended the hotel use be oriented internal to the site, away from Route 28, with convenient access from Pacific Boulevard. In response to Staff's recommendation, the special exception plat has been revised to locate the hotel use (Landbay 1) at the southeast quadrant of the intersection of Pacific Boulevard and West Severn Way. The site is to be accessed via West Severn Way. The issue is addressed.

### **Roadway Noise**

RGP policies state that proposed land uses adjacent to existing and/or proposed arterial and major collector roads should be designed so that no residential or other noise-sensitive land use will incur unnecessary traffic noise impacts. In response to Staff recommendations that future road noise from Pacific Boulevard and Route 28 be mitigated, the Applicant has agreed to a condition of approval limiting interior noise levels to 45 dBA or less.

### **Lighting**

Loudoun County policies stress the application of lighting standards which reduce unnecessary light pollution and energy waste while improving nighttime visibility and enhancing public safety. The application materials provided by the Applicant state the hotel use will provide site lighting in conformance with the Facilities Standards Manual and the 1972 Zoning Ordinance. To achieve the land use goals of the RGP, Staff has included a condition of approval which will require the applicant to install lighting that is directed downward and shielded to reduce glare and light trespass. Such lighting is not to exceed an average illumination of five (5) foot-candles at grade level across the site and shall not exceed .25 foot candles at the boundary of Landbay 1.

### **Pedestrian and Bicycle Connections**

Loudoun County policies support the establishment an integrated trails and sidewalk system for pedestrians and cyclists in order to provide non-vehicular connections between residential, commercial, educational and recreational uses. The Bicycle and Pedestrian Mobility Master Plan (BPMMP) recommends a hierarchy of pedestrian and bicycle standards and associated road networks in support of the County Bicycle and



**Pedestrian Network.** Specifically, the policies of the BPMMP state land development applications shall provide adequate internal bicycle and pedestrian circulation systems. Further, collector and arterial roadways shall have sidewalks on both sides of the roadway, with a minimum width of 6 feet. Pacific Boulevard, east of Landbay 1, is a Baseline Connecting Roadway for the County Bicycle and Pedestrian Network. Baseline Connecting Roadways are to integrate bicycle and pedestrian accommodations as described above to include shared-use paths. In support of these goals, Staff requested that the applicant depict internal pedestrian and bicycle routes planned for Paragon Park on the Plat and demonstrate safe and adequate pedestrian and bicycle connectivity with the W&OD Trail to the south. The Applicant revised the Plat to depict an internal trail system linking the various project landbays. The Paragon Park Design Guidelines and Standards include commitments to five (5) foot wide sidewalks along one side of private roadways within each Landbay and sidewalk connections between buildings and parking structures within each Landbay. The Virginia Department of Transportation (VDOT) will provide a trail system as part of the Pacific Boulevard Extension project. The trail will include a 10 foot wide shared use trail on the west side of Pacific Boulevard and a 6 foot wide sidewalk on the east side of Pacific Boulevard. To further implement the goals of the RGP and BPMMP, and in addition to the requirements of the Facilities Standards Manual (FSM), staff has provided a condition of approval regarding pedestrian improvements specific to the development of the hotel use.

### **River and Stream Corridor Resources**

The land use policies of the Suburban Policy Area call for the preservation of floodplains associated with the Broad Run and its network of smaller tributaries. Major floodplain to the Cabin Branch, a tributary to Broad Run, is immediately south of the Landbay 1 (See 6). The County's tributaries and floodplains, along with their associated 50-foot management buffers, steep slopes, and wetlands, together constitute the County's stream corridor resources. The Applicant has depicted a 25-foot open space and landscape buffer to the major floodplain adjacent to Landbay 1. In response to Staff recommendation that the 50-management buffer be delineated, the Applicant has stated the reduced buffer is necessary in order to develop Paragon Park as planned. The Applicant has alternatively committed to a reforestation plan of the major floodplains of the Broad Run and Cabin Branch as part of the larger Paragon Park proposal (See Figure 2); however, these areas are not subject to the special exception application for hotel use. Staff has provided a condition of approval implementing the 50 foot management buffer to the major floodplain of the Cabin Branch adjacent to Landbay 1.

## ENVIRONMENTAL REVIEW

### Stormwater Management

The RGP calls for implementation of Low Impact Development (LID) techniques which integrate hydrologically functional designs with existing methods for preventing water pollution. Best Management Practices (BMPs) in conjunction with innovative site designs incorporating LID measures can reduce sedimentation and erosion and maintain the overall water quality of the Cabin Branch and Broad Run. The associated flow and sedimentation reduction, containment and removal of pollutants, and general water quality improvements achieved through best management practices and innovative design techniques can benefit the receiving tributary streams of the Broad Run such as Cabin Branch and the Broad Run itself. As noted above, the Applicant has stated the Paragon Park proposal will employ BMPs as required by the FSM and will consider the use of LID measures at the time of site plan approval for each Landbay. The Applicant has alternatively committed to a reforestation plan of the major floodplains of the Broad Run and Cabin Branch as part of the larger Paragon Park proposal (See Figure 3); however, these areas are not subject to the special exception application for hotel use. Staff has provided a condition of approval requiring the implementation of one or more Low-Impact Development (LID) design measures for the hotel use.



Figure 6. Stream Corridors and Associated Floodplains

## **Building Efficiency / LEED**

RGP policies state the County will emphasize its role as a leader, facilitator, and source of information on environmental design options and procedures when implementing its program for achieving and sustaining a built environment of high quality. The County has recommended land use proposals incorporate the Green Building Practices endorsed by the United States Green Building Council's Leadership and Energy and Environmental Design (LEED) program in order to achieve the County's Green Infrastructure Policies and Planning Approaches to water conservation, solid waste management, and air quality. Specific to the Suburban Policy Area, the RGP states new residential and non-residential projects should have a mix of complementary land uses and project designs that ensure the long-term sustainability, or environmental and economic health, of both the individual development and the broader community.

In the context of the larger Paragon Park proposal, the Applicant has agreed to pursue LEED certification for office buildings exceeding 50,000 square feet. The Paragon Park Design Guidelines and Standards will require all office buildings to meet minimum design standards to achieve sustainable design goals (page 6). Similar standards have not been required of the proposed hotel use. Staff has included a condition of approval requiring one or more of the sustainable design elements for office buildings be implemented as part of the development of the hotel use.

## **ZONING**

The subject site is zoned PD-IP (Planned Development – Industrial Park) and is administered under the 1972 Zoning Ordinance (See Figure 7). Section 722.3.2.1 states the proposed hotel use may be permitted by the Board of Supervisors pursuant to special exception procedures and upon recommendation by the Planning Commission. Section 607.2.4 identifies locational and site development criteria for the proposed hotel use which are to be met prior to or in conjunction with site plan approval for the hotel use.

The entire Paragon Park proposal is located within the Route 28 Taxing District and partially located within the Floodplain Overlay District (FOD).

Zoning Staff reviewed the application and recommended a number of note, reference, and graphic changes to the Special Exception Plat. The Applicant has incorporated revisions specific to the hotel use, as requested, on the revised plat dated May 2007 and revised through July 3, 2008.

Upon approval of Special Exception 2007-0034 for hotel use, the development conditions of SPEX 1991-0033, Dulles Industrial Associates, as it applies to the subject property, shall be null and void.





**Figure 7. Zoning District – PD-IP (Planned Development – Industrial Park)**

## **TRANSPORTATION**

### **Existing, Planned and Programmed Roads**

Paragon Park is located west of Sully Road (Route 28), south of West Severn Way (Route 1748) and north of the W&OD trail. The subject parcel is currently accessed via Eugenia Court from West Severn Way. The plat identifies two points of entry to the site from the north (West Severn Way) to include a shared entrance with Landbay 2 from a realigned Eugenia Court (See Figure 3).

The Route 28 / West Severn Way intersection is to be closed upon completion of the grade-separated Route 28 / Nokes Boulevard Interchange north of the site (Fall 2008). Alternate access to the site will be provided via Pacific Blvd north of the existing intersection of Pacific Boulevard and West Severn Way. The Pacific Boulevard Extension Project (State Project 1036-053-303) is to connect existing sections of Pacific Boulevard and will cross the property south to north from Autoworld Drive to West Severn Way. The estimated opening date of the road project is 2010.

Route 28 is a six-lane, principal arterial, median divided road with signalized intersections at Severn Way and Steeplechase Drive. All at-grade access points to Route 28 are anticipated to be closed by 2009.

Severn Way is a local road with a posted speed limit of 45 mph to the east of Route 28 and a posted speed limit of 25 mph west of Route 28.

Pacific Boulevard is planned as a 4-lane divided road south of Cabin Branch to Waxpool Road and a 4-lane undivided road north of Cabin Branch to Severn Way. Left and right turn lanes are required at major intersections. The Countywide Transportation Plan states bicycle and pedestrian facilities must be considered in the design of Pacific Boulevard. The Pacific Boulevard Extension project is to include a 10 foot wide shared use trail on the west side of Pacific Boulevard and a 6 foot wide sidewalk on the east side of Pacific Boulevard. The road project and associated land and monetary contributions by the Paragon Park development will be reviewed in further detail during the Board of Supervisors consideration of all four special exception applications.

### **Trip Generation by Proposed Uses**

As a 225 room facility, the hotel use will generate 126 AM peak hour trips, 133 PM peak hour trips, and 1,838 daily trips. Based on Staff review of the Applicant's traffic study and supplemental traffic information, the existing road infrastructure is adequate to serve the proposed hotel use. No additional transportation improvements are required by the proposed hotel use.

### **FIRE AND RESCUE**

Fire and Rescue Staff has no objection to the approval of this application.

### **D. ZONING ORDINANCE CRITERIA FOR APPROVAL**

#### **SPECIAL EXCEPTION APPLICATION (SPEX)**

*Section 1211.5 of the 1972 Loudoun County Zoning Ordinance states "In fulfilling the purpose and intent of this ordinance as set forth in Article I, the Board of Supervisors, in exercising the powers and duties granted and imposed by the ordinance, shall act in accordance with and shall be guided by the following standards which shall be in addition to any other standards imposed by this ordinance:"*

*Standard (1) To preserve the agricultural character of the County, and to discourage the inappropriate location of non-farm uses in agricultural areas.*

Analysis The proposed employment-supportive use is consistent with the Revised General Plan (RGP) which designates the subject site for Keynote Employment uses. The application will not adversely impact the agricultural character of the County.

Standard (2) *To conserve the ground water supply in the areas of the County where it is limited.*

Analysis The proposed use is not anticipated to have an adverse affect on the County's ground water supply. Public water and sanitary sewer service will be provided by the Loudoun County Sanitation Authority (LCSA – d.b.a. Loudoun Water). Stormwater management or similar conservation measures will be implemented by the Applicant through a Condition of Approval.

Standard (3) *To prevent high population density on soils that are incapable of providing adequate water supply, or of meeting proper sanitary requirements for sewage disposal.*

Analysis The RGP designates the site for Keynote Employment uses. Residential use is neither envisioned nor proposed. Public water and sanitary sewer service will be provided by the Loudoun County Sanitation Authority (LCSA – d.b.a. Loudoun Water).

Standard (4) *To protect against the overcrowding of land and undue density of population in relation to the community facilities existing or available.*

Analysis The proposed employment-supportive use is consistent with RGP policies which designate the site for Keynote Employment uses. While there is no discernible, immediate impact on County expenditures associated with the proposed use, revenues generated by nonresidential development generally exceed the cost of providing public services. Residential uses which would require community facilities are neither envisioned nor proposed.

Standard (5) *To facilitate orderly highway development and transportation, and lessen traffic hazards and congestion.*

Analysis The proposed special exception use will not exceed the capacity of existing road infrastructure as evaluated by the Applicant's Traffic information and reviewed by Staff.

Standard (6) *To protect residential sections from unnecessary traffic, fire hazards, noise, noxious fumes, or offensive odors and other unwholesome conditions and influences.*

Analysis The proposed hotel use will provide effective measures of fire control that meet all state and local fire safety requirements and regulations. Acoustical treatments will be implemented to mitigate excess noise generated by the adjacent regional road network. No negative impacts or increase in the level of noise emanating from the proposed hotel use is

anticipated. No noxious fumes or offensive odors are anticipated by the operation of the proposed hotel use.

Standard (7) *The proposed use at the specified location shall be in harmony with the policies embodied in the adopted comprehensive plan.*

Analysis The proposed hotel use consistent with the Revised General Plan (RGP) which designates the subject site for Keynote Employment uses. Subject to the condition of approval establishing minimum services to be provided is support of the prominent use within the Planning Area (office), the application is in accordance with the RGP.

Standard (8) *The proposed use shall be in harmony with the general purpose and intent of the applicable zoning district regulations.*

Analysis The subject site is zoned PD-IP (Planned Development – Industrial Park) and is administered under the 1972 Zoning Ordinance. Section 722.3.2.1 states the proposed hotel use may be permitted by the Board of Supervisors pursuant to special exception procedures and upon recommendation by the Planning Commission. Section 607.2.4 identifies locational and site development criteria for the proposed hotel use which are to be met prior to or in conjunction with site plan approval for the use.

Standard (9) *The proposed use shall be such that it will not adversely affect the use or development of neighboring properties in accordance with the applicable zoning district regulations and the applicable provisions of the adopted comprehensive plan. The location, size and height of buildings, structures, walls and fences, and the nature and extent of screening, buffering and landscaping shall be such that the use will not hinder or discourage appropriate development and use of the adjacent or nearby land and/or buildings or impair the value thereof.*

Analysis As conditioned, the proposed hotel use will not adversely impact the use or development of neighboring properties in accordance with the Zoning Ordinance and applicable land use policies of the RGP. The Paragon Park Design Guidelines and Standards describe a unified design of high quality architecture, layout, and landscaping appropriate to Class “A” office tenants.

<b>VI. ATTACHMENTS</b> (UNLESS NOTED OTHERWISE, ATTACHMENTS ARE NOT AVAILABLE ELECTRONICALLY BUT MAY BE OBTAINED FROM THE DEPARTMENT OF PLANNING)	<b>PAGE NUMBER</b>
<b>1. Review Agency Comments</b>	
a. Planning, Comprehensive Planning (10/2/07, 3/24/08)	A-1
b. Building and Development, Zoning (10/19/07, 3/17/08)	A-28
c. Building and Development, Environmental Review Team (9/13/07, 2/28/08)	A-34
d. Building and Development, County Archeologist (1/24/08)	A-51
e. Office of Transportation Services (9/17/07, 3/19/08)	A-55
f. Virginia Department of Transportation (8/31/07, 2/8/08)	A-77
g. Community Information and Outreach (9/13/07)	A-80
h. Northern Virginia Regional Park Authority (8/29/07, 2/8/08)	A-82
i. Loudoun County Sanitation Authority (8/29/07)	A-89
j. Health Department (8/27/07)	A-90
k. Fire, Rescue, and Emergency Services (9/10/07)	A-91
<b>2. Disclosure of Real Parties in Interest</b> (6/16/08)	A-93
<b>3. Applicant's Response to Referral Comments</b> (1/2/08, 6/9/08)	A-107
<b>4. Applicant's Statement of Justification</b> (6/3/08)	A-181
<b>6. Plat / Concept Development Plan</b> (revised 7/2/08)	Follows A-220